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THE SHAWNEE-MISSION RURAL HIGH SCHOOL

By

F. P. OBRIEN
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LAWRENCE

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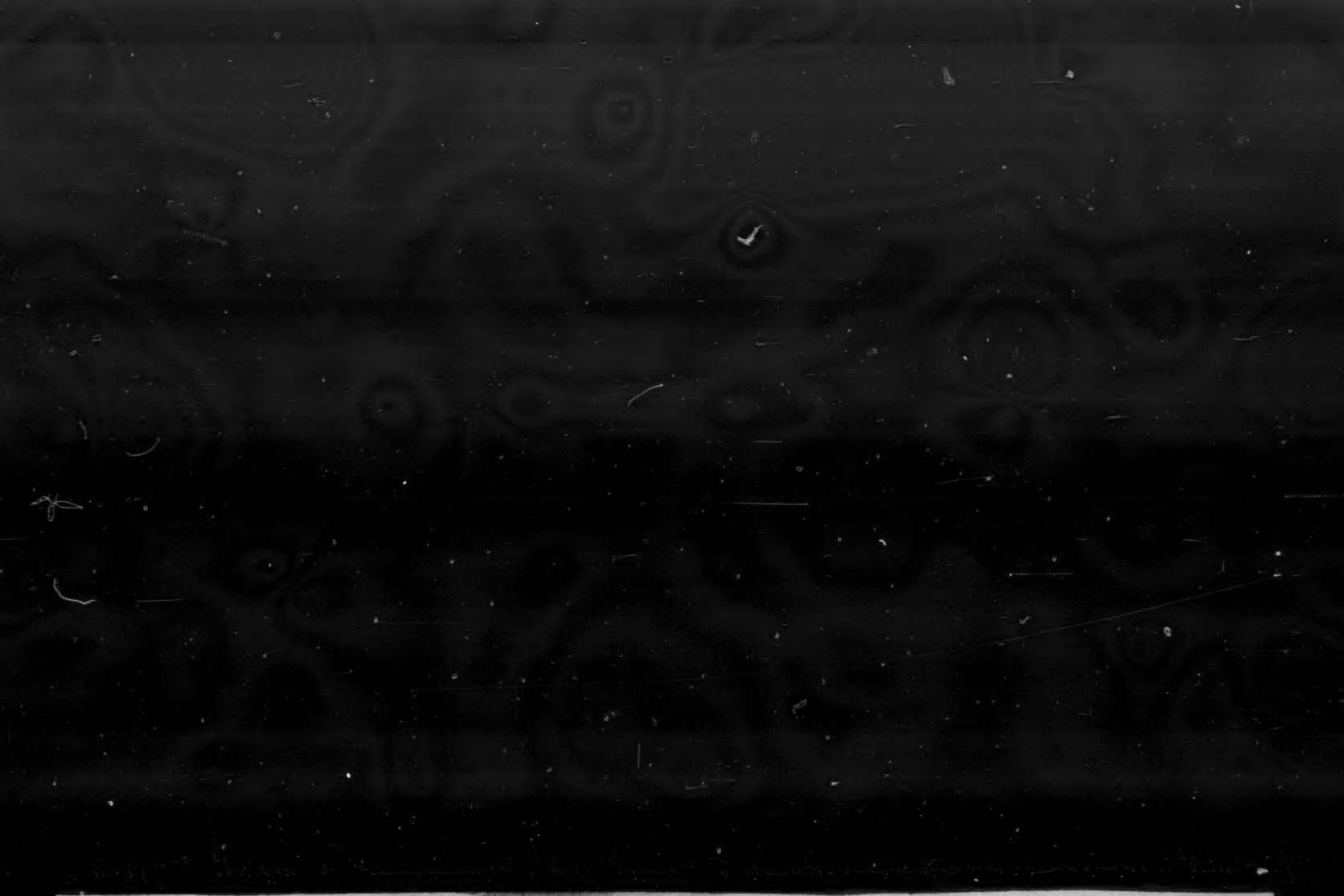

SURVEY REPORT

DEALING WITH THE ESTABLISHMENT OF
A RURAL HIGH SCHOOL

THE ORGANIZATION AND DISTINCTIVE FEATURES

OF THE

Shawnee-Mission Rural High School

Johnson County, Kansas

Made By

THE BUREAU OF SCHOOL SERVICE

UNIVERSITY OF KANSAS

1921

Kansas, University. School of education.
Bureau of school service.

F. P. OBRIEN, *Director*
T. J. SMART

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Rural High-School Survey Report.

INTRODUCTION.

This survey was authorized by representatives from the school boards of fourteen school districts located in the northeastern part of Johnson county, Kansas, at a joint meeting of these representatives held at Overland Park, December, 1920. The meeting had been called by the county superintendent of schools on the representation of certain of these districts regarding the need of better high-school facilities for their children.

The immediate situation which prompted this meeting arose from the fact that one of the districts which supported a small high school was carrying a school tax levy of 25 mills, due mainly to the cost of the high school and the restricted valuation of the district. But this small and expensive high school was also providing for pupils from some adjoining districts, so that its discontinuance would have deprived several districts of an available high school. These districts appealed to the county superintendent of schools for advice in meeting their difficulties.

Following the counsel of the county superintendent, the Bureau of School Service of the State University was invited by the school-board representatives, meeting in joint session, to study the situation and make recommendations to the same group at a later date. Acting on this invitation, F. P. OBrien, director of the Bureau of School Service, and T. J. Smart, in charge of rural education, worked as a committee on the project and formulated the report which follows.

It will be noted here that the desire expressed for assistance in making provision for their high-school needs arose primarily from the pressure of taxes rather than from any dissatisfaction with the instruction offered their children by the "D grade" of high school maintained or from a clear recognition of the advantages of a larger school organization. A high school of similar type, but smaller in size, was maintained by another of the fourteen districts concerned. It is a highly significant fact that from the reorganization following the survey recommendations there resulted for these districts a marked reduction in school-tax rate, and at the same time a markedly better type of high-school building facilities and of organization for instruction.

The making of this study involved, among other considerations, an inquiry into the high-school needs of these districts; the high-school population, both present and prospective; the right size of high-school district for the community; the kind of high school needed; the ability of the territory to support such a high school; the distribution of students; the best location for the high-school building; the size and cost of building required; the courses of study; and the teaching staff. The effectiveness of the study also required the preparation of the facts and recommendations for presentation to the people.

BRP

It should be said here that the county superintendent of schools was an active agent in promoting the cause and the work of this survey. She visited all elementary and high schools in the territory with the survey committee and aided in gathering information from the official records of her office. She gave coöperation and assistance at every stage until the organization and building were completed. At some critical points in the work she performed a truly important part. This fact would seem to suggest a larger sphere of influence and responsibility for the county superintendent in urging that communities seek the best available counsel in such matters.

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HOW THE SHAWNEE-MISSION RURAL HIGH SCHOOL WAS ORGANIZED.

Statement with Reference to the Rural High-School Movement.

The very remarkable growth in the extension of opportunities for secondary education in this country during the past two or three decades has brought to the rural community, especially in states that are still mostly rural, such as Kansas, the perplexing problem of how best to provide high-school advantages for the rural boy and girl. In the effort to care for the schooling of their children many of these communities have not been slow in establishing high schools.

Probably in the desire to distinguish such schools in purpose and aim, as well as in location, from the city high school, they have been designated "rural high schools." But even such an endeavor to avoid the overshadowing influence of urban schools has not always enabled these schools to escape being what are actually transplanted city schools too often of an inferior order, since they are not well adapted to serving the different needs. It hardly needs to be said here that this situation should be corrected. The rural schools should be suited to meet rural needs.

Already Kansas is trying out its fourth general legislative experiment in the endeavor to bring to the boys and girls of this state, whose population is 65 per cent rural, a reasonable opportunity for securing high-school training and instruction. The first effort of this kind gave rise to the county high school; the second, to the township high school; the third, to the so-called Barnes-law high school; and the fourth, to the rural high school. During the operation of the rural high-school law, since 1917, more than 250 rural high schools have been established in the state, and the number is growing rapidly. The popularity of this plan is very largely due to the fact that contiguous districts or parts of districts may organize for high-school purposes without any special regard to township or county boundary lines.

The Mistakes and Limitations. Yet in the face of the rapid and continuing growth of this type of high school, no recognized direction or counsel of any general sort has been provided to give assurance that the organization of any of these schools is wisely planned. As a consequence of both the rapid growth in numbers and the general lack of competent direction in its development, the rural high school has already been the victim of many and serious mistakes in Kansas. Many communities in the state are becoming well aware of this fact. In size of school, size of district valuation, type of building and type of organization the mistakes have been numerous. Numbers of these schools are good examples of what such a school should not be. These errors, however serious, are almost entirely subject to correction in later organizations.

A majority of all the rural high-school districts which have been organized to date in this state have a valuation far too small to support an adequate high

school on the present maximum legal limit of levy (6 mills), or without the burden of a higher tax levy if it were not so limited. *The small number of pupils enrolled in the larger number of these schools makes impossible many of the definite values expected of secondary education,* which are to be secured chiefly by means of group contracts and social interchanges.

Likewise, not much variety or enrichment of instruction is possible in these small schools, 65 per cent of which have less than fifty pupils, and one-fourth of which have less than twenty-five pupils. The activities outside of the classroom are often negligible. Such schools cannot be expected to attract and hold the better class of teachers. But in the small high schools the per-pupil cost of even poor instruction is high—in some instances actually exceeding $400 a year.

Briefly stated, a goodly number of these small schools are so handicapped, in the manner indicated, that they are providing an inferior grade of instruction at an excessive cost.* By far the larger portion of these two hundred and more rural high schools are still classified by the State Department of Education as in either the unapproved class or the lowest class approved by the state for doing high-school work. As a consequence the rural boy and girl may frequently be getting a spurious article labeled as modern high-school advantages. The exercise of more intelligence and foresight in the organization of the district and the school will be required, first of all, to change this deplorable situation. Certainly a rural high school may be made one of the best high schools in the state.

The School Buildings. While the school buildings in which this type of school is housed have the one general merit of being new, *they are most often planned and constructed without the advice or counsel of anyone competent to judge the adequacy of these physical provisions in terms of the present and future educational needs to be served and the acceptable standards of modern school construction.* The same thing is, however, not unusual in city school buildings. Many of the deficiencies referred to are so permanent that they can never be remedied without rebuilding the structure, and yet so serious are the defects that the school instruction will continue to be conditioned or limited thereby unless they are remedied. Thus a tremendous and permanent price in the loss of educational facilities may be paid for these unnecessary and inexcusable blunders, but this cost will be paid not by the builders but by the future generations of boys and girls, who will be victims of the shortsightedness and short functioning which this kind of structure typifies.

The obvious lack of adaptation found in these school buildings for the very functions for which they are intended frequently disclose quite clearly what the architect and the school board did not know about the standards and the functions pertaining to such a building. Even the more monumental mistakes, so often repeated, are chargeable in the main to a failure to seek and follow competent advice based on the kind of information needed. These conditions should be foreseen and guarded against in school construction by giving the educational demands at least as much consideration as is usually given to the architectural features.

* Convincing evidence of this fact has been presented in several recent studies, only one of which has been published to date. (Exten. Bul., Univ. of Kansas, Jan. 15, 1923.)

It seems altogether appropriate for school officials to bear in mind that *it is the part of wisdom, both financial and educational, for a community to oppose the investment of its money in any sort of project which by its very nature may have many wrong solutions but only one right solution, until such time as the citizens are convinced that the investment is justified on the basis of a full and careful investigation of the needs as made by competent persons in that particular field.* This fact appears the more important because of the cost and complexity of modern education and of the further fact that the life of modern school buildings may run a hundred years into the future, thus making relatively permanent any unwise investment in buildings.

This preliminary statement has seemed essential in presenting the report which is to follow and as a background for considering both the method of procedure and the treatment of those problems encountered in the organization of the Shawnee-Mission rural high-school district. It should be understood at the outset how serious the general situation really is. The thought is entertained here that many other communities may find this report helpful in applying the principles underlying the organization of this school and in dealing with similar problems met elsewhere. It is only by facing the facts honestly and critically that such a report will be most helpful in promoting the employment of accepted standards and the progress of rural education.

The report is designed to show the extent of the inquiry made, the careful procedure and the method by which the recommendations were arrived at, as well as the conclusions reached. The dominant success of the method employed as regards the winning of sentiment for the entire proposition, the organization of a desirably large district, and the construction of what is in most respects the best rural high-school building in Kansas, should serve as at least a valuable suggestion to others. It will easily be noted by all that the district with a large valuation can do with ease what a small district cannot do at all.

The Field of This Survey.

The Shawnee-Mission rural high school, which is now in operation (1922), is the direct outcome of the survey recommendations as made by the Bureau of School Service of the University of Kansas with reference to the need of better high-school advantages in that territory. The survey study, made upon the invitation of the several district boards, meeting jointly and acting upon the advice of the county superintendent of schools for that county, was authorized in December, 1920, and completed in March, 1921.

Johnson county, located in the eastern part of the state, bordering on the Missouri state line, near Kansas City, is quite naturally affected to some extent by that location. The Shawnee-Mission rural high-school district as organized comprises the territory of fourteen of the previously existing common-school districts located in the northeastern part of the county, nearest to Kansas City. This territory comprised the small towns of Overland Park, Merriam, Shawnee, South Park and Mission Hills; and a rich agricultural region, whose nearness to the Kansas City markets, with fine highways leading thereto, tended to make the farms valuable and the farm owners prosperous.

Chart No. 1 shows the territory treated in this report. The school districts are designated by their respective numbers.

The Community Factors. In 1920 there were 140 high-school pupils from these districts attending six different high schools. Merriam and Overland Park, which rank as Kansas cities of the third class,* were each maintaining a high school. Both of these schools were listed in the lowest class that is approved for four years of work. The schools were small, expensive, and providing inferior facilities. One of these towns, due to the smallness of the district and the cost of its high school, was carrying a tax levy of twenty-five mills. The other district, which was supported by a valuation nearly three times as great, was offering less and costing less.

This pressure of high taxes and a dissatisfaction with the inferior quality of the instruction offered, which caused those who could afford it to send their

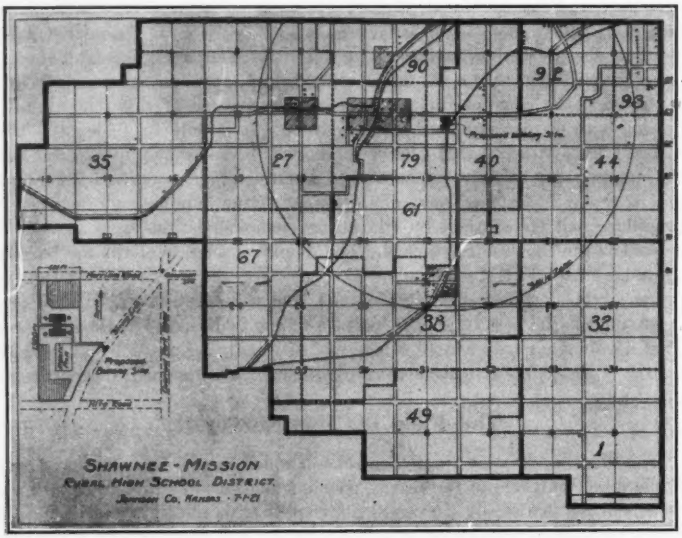


CHART I. Showing territory in Shawnee-Mission rural high-school district.

children to the larger high schools of Kansas City and Rosedale, led to the desire for assistance in meeting their high-school problems. But their problems were rendered the more difficult because the people of these fourteen school districts did not seem to have much in common excepting the contiguity of territory and the lack of good high-school facilities.

Instead of being a homogeneous population united in a community of interests, many rivalries, suspicions and dissentions were well established there. The small towns represented some keen jealousies which pertained directly to the location of any new regional high-school building. Many of the farmers were avowedly suspicious of the motives of the townspeople. The local resident population had little sympathetic contact with the Kansas City commuters who lived in portions of this area. In at least one district the re-

* Towns having a population of 250 to 2,000.

ligious division was active and warm. Racial prejudice also was present. Some districts voiced objection to any closer association with those districts having colored residents. Added to all of these elements of division there was present, as everywhere, those who oppose anything that suggests higher taxes. Some of the substantial farmer type—frequently unmarried—made it clear that they seemed to feel no special need of good schools, but gave evidence of believing most firmly in that sort of educational organization which costs the least to operate, regardless of results. But these latter represented only a minority of the farmers in any district.

In spite of what has been stated, these people soon found that they had common interests in providing adequate educational facilities for their children. All information, which was gathered first-hand by the authors of this report and the county superintendent of schools, by visiting all elementary and high schools in that territory or from the official records of the county, was presented as fully as possible to the people for their enlightenment. Thus a large percentage of them came to recognize the problems pointed out and discussed as their own problems. This is a markedly different procedure from the more usual tendency of giving little heed to anything beyond capturing a majority of the votes.

The Case for a Larger Type of Central High School. First, it was definitely pointed out that not only the present needs but also the rate of growth of the school population must be taken into account in planning any high-school accommodations. The following table states the school census, school enrollment and average daily attendance, by districts, for the year ending June, 1920, and compares the number in each instance with the average number for the five-year period ending the same date. Thus it appears that the total school population for these districts is growing rapidly. This fact will certainly be felt later in the high-school enrollments. Eight of the fourteen districts reported in table I have elementary schools employing two or more teachers.

The average (mean) for a five-year period is employed for comparison in the table above to escape the possible special influences due to war condi-

TABLE I.—The school population, for districts indicated, in Johnson county.

Districts.	School census.		School enrollment.		Average daily attendance.	
	1920.	Average for five years.	1920.	Average for five years.	1920.	Average for five years.
1	26	22	13	14	11	10
27	249	208	112	95	82	76
32	56	45	25	24	19	16
35	73	73	42	46	30	35
38	160	142	136	122	137	92
40	83	55	60	36	47	28
44	69	61	38	42	29	30
49	24	28	22	20	16	13
61	27	27	23	18	15	13
67	56	57	8	9	3	5
79	127	127	129	130	110	93
90	191	178	124	106	91	81
92	89	95	92	96	68	73
93	103	100	102	94	82	71
Totals	1,333	1,218	926	852	740	636

tions or special local factors in any particular years. The statement of increase would appear more striking in the above table if only the first and last years of the five-year period were used in the comparison. The average daily attendance as stated above does not include the facts for high-school students in those school districts.

The high-school enrollment of 1920 for this territory has been increased to 220 by December, 1922. During this period the new organization and a new building were being provided. In estimating the size of the high-school population five or ten years hence it is necessary to consider the rate of accession to the high school as well as the general rate of growth in school population. The next table makes it clear that there will probably be eighty or more pupils in the eighth grade in these districts each year during the next five years, even without the addition of more pupils to the elementary schools.

If only 80 per cent of these pupils should "pass" in their school work there would be not less than 65 pupils from this territory eligible to enter high school each year. An accessible modern high school would certainly attract the major part of this number. Accordingly, after allowing for some elimination, *it is evident that one central high school would probably need in five years to provide for at least 250 students,* without making any allowance for growth in the elementary school. There is no doubt that a standard high school will stimulate the community growth. It is also evident that many of the pupils in the seventh and eighth grades are already of high-school age.

Table II, which reports the facts of age and school grade separately for boys and girls in the elementary schools, shows a total of 121 pupils in the first grade, and not less than 80 pupils in any other grade except the eighth. It

TABLE II.—Distribution of elementary-school pupils by ages and grades (for the 14 districts, January, 1921).

Grades.	Ages—												Total.
	6 yrs. or less.	7	8	9	10	11	12	13	14	15	16	N. R.*	
I B	22	16	11	5	.....	.....	.....	.....	.....	.....	.....	6	60
G	30	14	9	3	.....	.....	.....	.....	.....	.....	.....	5	61 } 121
II B	0	19	15	10	8	1	.....	.....	.....	.....	.....	5	58
G	2	22	18	7	2	2	.....	.....	.....	.....	.....	4	57 } 115
III B	.....	3	22	12	7	3	2	.....	.....	.....	.....	5	54
G	.....	3	19	12	6	3	0	.....	.....	.....	.....	2	45 } 99
IV B	.....	.....	3	22	11	6	3	2	1	.....	.....	.....	48
G	.....	.....	3	18	8	7	3	0	0	.....	.....	.....	39 } 87
V B	.....	.....	.....	2	11	15	6	7	.....	.....	.....	.....	41
G	.....	.....	.....	3	17	15	10	2	.....	.....	.....	.....	47 } 88
VI B	.....	.....	.....	.....	2	12	10	11	2	2	1	.....	40
G	.....	.....	.....	.....	7	16	12	5	2	1	0	.....	43 } 83
VII B	.....	.....	.....	.....	.....	1	18	16	8	4	.....	.....	47
G	.....	.....	.....	.....	.....	4	12	11	5	2	.....	.....	34 } 81
VIII B	.....	.....	.....	.....	.....	.....	4	9	20	7	2	.....	42
G	.....	.....	.....	.....	.....	.....	3	10	12	7	0	.....	32 } 74
Totals, B	22	38	51	51	39	38	43	45	31	13	3	16	391
G	32	39	49	43	30	47	40	28	19	10	0	11	358 } 748

*The "No record" (N. R.) means that the pupils so classified were absent or the information was not secured.

is worthy of note that the number of boys exceeds the number of girls in the two highest elementary grades.

As one considers the advantages of a high school that is large enough to offer reasonable variety of instruction and to provide for those special lines of training that are too expensive for the small high school, there arises the question of cost and requisite finances. Table III, which follows, was prepared to show the valuations, tax levies, costs of schools and the value of school properties, by districts, for the year ending June, 1921, for the first two items and June, 1920, for the last two, as compared with the same items for the year 1915-'16. The striking fact about the levies is their great variability. While school costs have increased very much, the table shows that there has also been a marked increase in valuations during the five-year period. This fact probably accounts for the decrease of levy reported in the table for six of the districts.

TABLE III.—District valuations, tax levies, school property and school costs.

Dist.	Valuations.		Tax levies in mills.		Value of school property.		Total cost of schools.	
	1915-'16.	1920-'21.	1915-'16.	1920-'21.	1915-'16.	1919-'20.	1915-'16.	1919-'20.
1	$447,650	$634,154	.9	1.4	$1,200	$1,200	$402.20	$617.59
27	592,830	796,381	6.8	6.3	2,200	4,000	2,593.36	3,400.07
32	639,280	798,988	.9	1.1	1,000	550	373.76	1,015.23
35	362,990	401,127	5.6	5.0	1,200	6,000	606.35	2,288.54
38	1,150,795	1,486,856	4.0	6.1	5,500	5,500	7,577.40	10,185.35
40	737,955	884,165	5.7	2.3	1,000	5,450	465.17	1,873.04
44	832,655	1,046,426	1.0	1.5	3,000	4,000	796.20	1,198.57
49	469,130	606,808	.6	2.4	1,000	1,200	504.57	1,040.42
61	462,845	576,788	1.1	2.1	1,500	1,500	470.34	918.06
67	527,715	680,920	.9	.75	1,800	1,800	537.45	690.14
79	466,610	581,853	14.4	25.0	21,200	34,000	3,717.22	10,450.67
90	422,195	510,137	6.9	14.5	11,000	12,000	2,532.35	4,859.49
92	652,045	885,915	8.9	6.3	8,850	5,560	2,873.62	6,025.03
93	430,875	654,590	9.0	8.2	6,391	4,000	3,875.30	3,497.28
Totals.	$8,225,570	$10,545,108	.....	.....	$66,841	$86,760	$27,325.29	$48,059.48

This table is read: District No. 1, with a property valuation in 1920-'21 of $634,154, levied a tax of 1.4 mills. The cost of the school in that district in 1919-'20 was $617.59.

It appears from the total 1920-'21 valuation that if a single high-school district were formed of the fourteen common-school districts it would have a valuation of more than 10½ million dollars. This relatively large valuation and the larger high-school enrollment which would result, as was indicated above, are features which were quite markedly in favor of the organization of one large district to serve the high-school interests of this territory, as contrasted with any plan involving a division of the territory into more than one district.

Accordingly it was recommended that the whole territory of the fourteen districts should comprise one high-school district. The data gathered led to a definite conviction that one central high school would from every standpoint be by far the best way of providing for the high-school needs of these fourteen school districts. A school of that size, with courses and instruction adapted to the needs of the pupils attending it, would provide almost ideal secondary educational advantages for that community. *The large valuation*

and the larger number of students enrolled in that kind of a school would make feasible almost any variety or specialization of school instruction or training that seemed educationally desirable. The area of such a district, however, would not be inconveniently large, as the greatest length of the territory would be about ten miles.

Cost, Size and Efficiency. The fact must not be lost sight of that first-class high-school facilities are expensive. This fact is determined not by what the individual community desires, but by the standards set up in the prevailing practice of the better high schools. A community may choose a cheaper high school regardless of standards, but if it is not content with inferior teaching and training for its children, then it must expect to pay the price of the higher standards.

The modern high school is vastly different in many respects from that of even twenty years ago. The high school is now expected to provide for the systematic physical development, the definite vocational training, and the practical preparation for both citizenship and leisure occupations of its pupils, as well as to provide them with the fundamental types of knowledge which was its earlier function.

It is not feasible to provide such varied instruction as has been indicated for a high school enrolling less than from 60 to 75 pupils. In fact, the actual cost may be almost as great in providing such opportunities for 60 pupils as it would be for 100, and the per-pupil cost will be very much greater.

Thus the relative economy of the larger high-school organization is clearly apparent. Closely related to the cost of the school is the amount of valuation to support the school and the tax rate necessary to raise the funds.

It is altogether probable that a district having three million dollars of valuation will be able to operate a high school of 60 to 80 pupils on a 3-mill levy, but it will require a levy of 4½ mills to run the same school equally well on a valuation of two millions. *It would seem to be a safe statement that rural high-school districts should rarely be organized with less than two and one-half or three millions of valuation. A valuation of twice this minimum is desirable.*

Yet a tabulation of the valuations of the 253 rural high-school districts for which the valuations are given in the 1922-'23 Educational Directory issued by the state superintendent of schools shows that *more than two out of every five of these districts (42 per cent) have less than two millions of valuation. Only one in four of these districts have a valuation as high as three millions.*

To present the seriousness of this situation more clearly and fully it should be stated that *eighteen rural high-school districts are reported as having a valuation of less than one million.* On the other hand, *only twenty-two districts have a valuation of more than four millions. It is the exceptional district that has a valuation as large as one-half that of the Shawnee-Mission district.*

It must not be assumed that the explanation for the existence of so many districts with a low valuation is to be found with reference to the part of the state where they are located. This does not seem to be true. Some of the districts having valuations extremely low are located in the more populous parts of the state, as in the eastern tier of counties. Several districts which have larger valuations than the average are located in the far western part of the state, where population and wealth are not concentrated. The lack

of wisdom in organizing districts hastily and rashly is not geographical. More frequently it indicates simply the absence of the right counsel and direction before action is taken.

There is no intention in this report of vouching for the correctness of the State Educational Directory. In fact, several errors were discovered, including the fact that the Shawnee-Mission high school is not listed as a rural high school. But the directory is probably sufficiently accurate to serve as an index of the kind of mistakes in the organization of rural high schools which should hereafter be avoided if possible.

Determining the Right Location. After the recommendation for one central high school came the question of where the building should be located. Upon the answer to this question the whole project could indeed have been wrecked, for in at least one district there seemed to be a fixed determination

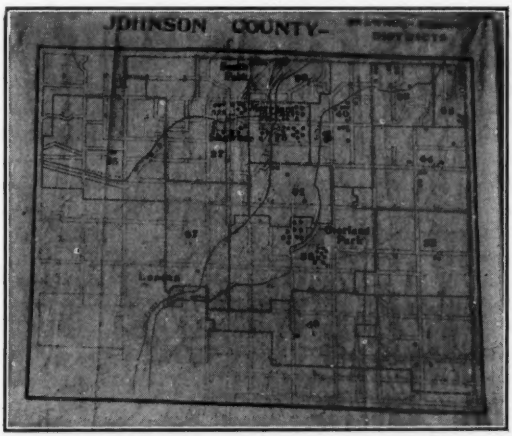


CHART II.—Center of high-school population and distribution of pupils in district.

from the start that the site selected could be nowhere else than in that district if it were to receive their approval. Their contention was not supported by the facts collected by the survey committee.

In seeking the answer to this question a map was carefully prepared so as to show the territorial distribution of all the high-school students in these fourteen districts. From this map it was apparent that the greatest concentration of high-school population was in the northern and eastern portions of the territory. A copy of the map prepared for this purpose is reproduced here.

The center of high-school population is easily located by reference to this map. Each dot represents one high-school pupil and the place where he lives. This center is also pointed out in Chart I. The center as indicated falls east of Merriam and north of Overland Park, near the intersection of the Strang electric line and two hard-surfaced auto roads, one running east and

west, and the other north and south. But this site is more than a mile from the nearest town. Indeed, there seems to be no adequate reason why such a school should be located in a town.

To reinforce the evidence presented in this way and make it even more convincing, the center of population for the elementary-school pupils was also located and presented on a similar map. It was discovered that the center of population for the elementary pupils was almost identical with that found for the high-school students in the same territory. It is of course understood that for several years to come a large part of the high-school population will be drawn directly from the present elementary-school pupils. Consequently this center is not likely to move much for years to come.

It is a significant observation that this method of determining the correct location of the school was strikingly successful. That this was true was demonstrated by the fact that *the location so determined was never seriously brought into question after the maps had been prepared and presented.* Even those who seemed opposed to any location not in agreement with their predetermined preference were apparently unable to offer valid objections to the center of school population as the right location. Accordingly, the opposition presently began to propose the plan of a divided territory and two high-school centers in what appeared to be an effort to defeat the plan which they could not control.

In contrast to the plan described, it is repeatedly stated and quite generally understood that the prevailing method of organizing the rural high-school district follows the line of present expediency and early accomplishment. The people of some small city or village probably first select the site which they wish, and then determine how much of the near-by farming population they can outvote in the consummation of their purpose. The proposed boundaries of the new district are then drawn so to include and exclude territory in keeping with that idea. Forty per cent of the enumerated voters must sign a petition for such a district. A majority of the votes cast will carry the proposition.

The farmers frequently say, with whatever justification, that they are "railroaded" into the new district to help support the town school. *At least they are not made to feel that it is their school and their school problem that is under consideration. They are not asked to do their share of thinking. They are asked to accept what is proposed by others* as though they were helpless subjects instead of free citizens who must think and be led to think if their citizenship is to be safe. It will of course be granted that honest opposition is wholesome and desirable. But by this plan little or no time is spent on community education with respect to the project that concerns these people so directly and permanently. In truth, it often happens that the project will not stand careful investigation. There is consequently more of feeling than understanding involved on either side. Wherever this situation arises community of interest and effort is set back.

Such a procedure is, in brief, organization without information—action without direction—making the end justify the means. A study of such principles as the economic, educational and social advantages of a larger district, how the fuller functioning of a high school is related to the size of its enrollment, the right selection of location for a building, the probable

demands ten years hence, the attributes that characterize a better grade of high school, how the type of building will condition the school's activities, and that highly essential matter of securing community coöperation and unity of effort in the project most frequently receive little consideration or attention.

There was another quite considerable advantage in the location of the Shawnee-Mission school as suggested by the map. It was an economic gain. This was a direct result of the fact that practically all of the concentration of high-school population came within the three-mile zone from the center designated. This fact may be observed in Charts I and II. As transportation charges may have to be paid by the high-school district for all pupils living beyond a three-mile zone limit, the new district proposed could have the transportation charges imposed upon it for not more than 25 per cent of its pupils according to the plan above described for locating the new building.

The Kind of High School and Its Provisions. The next question to be considered, following that of where the school should be located, was what kind or type of high school should be provided. This question can be satisfactorily answered only with reference to the general and specific educational interests to be served. For the former, the seven general objectives of secondary education may be accepted as a guide. They are health, citizenship, preparation for vocation, for leisure, worthy home membership, ethical character, and the fundamental processes. For the more specific or local needs an inquiry was made into the life interests of the parents and the pupils of the territory for which the high school was to be recommended.

All pupils in the grades above the second were asked to indicate on paper the occupation of their fathers; and also what they wanted to do or to work at when they became grown up. The table which follows gives a report of the occupations of the pupils' fathers:

TABLE IV.—Occupations of pupils' fathers, in districts indicated.

Occupations.	Districts—														Totals.
	1	27	32	35	38	40	44	49	61	67	79	90	92	93	
Farmer	11	15	14	18	18	2	9	19	8	....	4	13	4	4	139
Dairyman	....	3	7	5	1	....	5	4	....	....	....	3	....	2	30
Gardener or florist	....	1	2	....	....	1	1	....	3	....	....	5	1	2	16
Mechanic	....	6	....	....	24	7	1	....	2	....	7	6	12	10	75
Engineer	....	2	....	1	....	1	....	....	....	....	....	....	1	1	6
Railroader	....	2	....	....	5	2	....	....	....	....	5	10	6	3	33
Laborer	....	17	....	....	3	3	....	....	....	....	7	15	8	11	64
Merchant or tradesman	....	3	....	....	6	2	....	....	....	....	1	2	1	....	15
Commercial	....	14	....	1	10	5	....	....	....	....	14	5	3	4	56
Clerical	....	4	....	....	8	....	....	....	....	....	7	....	....	....	19
Professional	....	4	....	....	7	....	....	....	....	....	3	....	....	4	18
Mail service	....	1	....	....	4	....	....	....	....	....	2	2	....	1	10
All others	3	10	2	1	4	3	2	....	2	....	6	21	11	3	68
No data	1	22	2	12	23	1	7	2	2	6	25	32	33	31	199
Totals	15	104	27	38	113	27	25	25	17	6	81	114	80	76	748

The table above shows that a total of 139 of the pupils in these districts reported that their fathers were farmers; 68 reported occupations other than those classified in the table ("all others"); 199 who are listed under "no data" were either absent or were enrolled in the first or second grade. Only 33 per cent of all the pupils reported in this table (omitting the 199 undis-

tributed) had fathers who were farmers, dairymen or gardeners. It is obvious that there must be some duplication in this table, for if more than one pupil came from a family the father's occupation was reported for each one. The interest here was avowedly centered in the division of pupils with respect to the father's vocation.

The next table reports the expressed vocational choices of the pupils in these fourteen elementary schools.

TABLE V.—The choices of life work expressed by 748 elementary pupils.

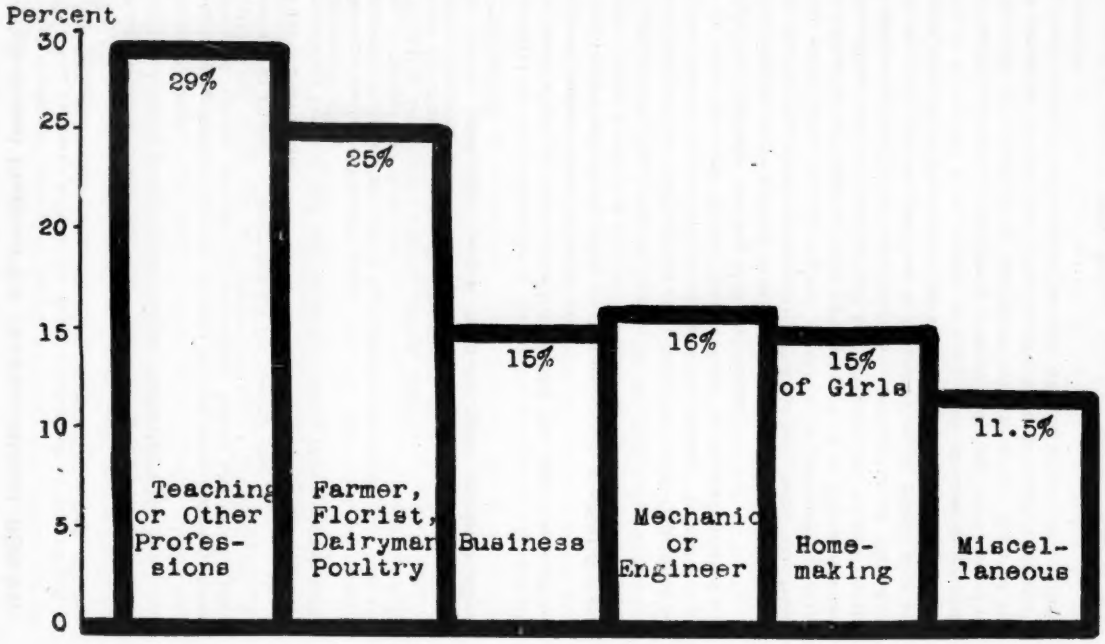
Occupations.	Districts—														Totals.
	1	27	32	35	38	40	44	49	61	67	79	90	92	93	
Farmer	10	21	6	12	14	4	4	5	3	....	8	14	3	4	108
Dairyman	....	5	2	3	2	....	1	1	....	....	....	2	....	....	16
Florist or gardener	....	2	1	....	1	1	1	....	....	....	....	....	2	1	9
Poultry or live stock	....	....	....	....	2	1	....	1	....	....	1	....	1	2	8
Mechanic	....	5	2	1	2	2	2	1	2	....	5	14	10	2	48
Engineer	....	5	....	....	11	1	1	....	....	....	4	4	....	7	33
Railroader	....	1	....	....	2	1	....	....	....	....	1	....	1	2	8
Laborer	....	1	....	....	....	....	....	....	....	....	....	6	1	....	8
Merchant	....	1	1	....	3	....	1	....	2	....	2	3	1	2	16
U. S. mail service	....	....	....	....	2	....	....	....	....	....	2	....	1	1	6
Commercial	....	7	1	....	5	3	1	....	....	....	6	3	3	5	34
Clerical	....	2	1	....	3	3	1	....	....	....	8	7	2	7	34
Teacher	2	17	2	8	18	4	2	3	3	....	13	19	4	8	103
Nurse	1	3	....	....	....	1	....	2	....	....	1	5	3	2	18
Homemaker or dressmaker	....	2	4	2	3	1	2	1	2	....	5	5	4	5	36
Professional	....	12	....	1	11	4	1	1	....	....	4	3	6	2	45
All others	1	2	2	3	8	....	4	2	2	....	....	....	....	....	43
No data	1	18	5	8	26	1	4	8	3	6	17	24	32	22	175
Total	15	104	24	38	113	27	25	25	17	6	81	114	80	76	748

An analysis of the contents of the above table discloses that 108 pupils wish to become farmers, according to their own statements; 33 others want to be gardeners, florists, cattle or poultry raisers, thus constituting a total of nearly 25 per cent of the pupils classified here; 15 per cent of the pupils mentioned a choice of some form of a business career, 16 per cent had selected callings that demand mechanical training, while 29 per cent preferred teaching or other professional lines of activity. Many of the girls named teaching or homemaking activities. It is quite clear that there is much diversity in the kinds of vocational interests represented and that *varied instruction will be demanded for these pupils in order to provide for them a fair degree of equality with respect to educational opportunity.*

It is not claimed that there is anything final about these percentages, but they certainly indicate in a convincing way that several different types of courses must be provided, and at the same time something of the nature of these courses is evident. It really matters little that some pupils who say they want to become farmers will later prepare for engineering and that some who name commercial or professional work now will actually become farmers.

It is significant that 91 per cent of these elementary-school pupils said Yes, they were going to high school if possible; 5 per cent were not sure; 4 per cent said No. *Unless such evidence is entirely disregarded, the high school which makes adequate provision for these pupils must offer several different courses of instruction, including business, agricultural, general or scientific, home-making and teacher-training courses. To these should certainly be added physical training.* A rural high school offering these courses would require a teaching staff of at least 12 teachers and a principal to care for at least 200 students. Such a rural high school was definitely recommended.

DIAGRAM - SHOWING PERCENTAGES OF PUPILS MAKING EACH TYPE OF LIFE WORK THEIR CHOICE.



The High School Proposed for Shawnee-Mission District.

THE SITE:

Not less than six to eight acres, providing for agricultural plot, athletics, play, etc.

THE COURSES OF INSTRUCTION:

Agriculture, business, general, home-making, teacher training.

THE TEACHING FORCE:

One each for agriculture, business, physical training, home training, manual education, science (natural and biological), history and social science, mathematics, music and art, teacher training; a principal, and two teachers in English. (Recommended for opening year.)

THE BUILDING PROVISIONS:

A gymnasium for boys and girls—separate dressing rooms, shower baths, instructor's office.
Auditorium, seating 400 to 600 people.
Laboratories, 2—agriculture and biology, physics and chemistry.
Shops, 2—manual and agriculture.
Home-making department—cooking, sewing, laundry.
Business department—typewriting, stenography, etc.
Six other classrooms.
Toilet rooms; lunch room; a rest room for girls; principal's office; teacher's room.

So successful was the presentation of the case for securing an adequate site that the board which was later organized doubled the minimum suggested and purchased twelve acres of desirable land.

Five separate courses of instruction were recommended as indicated above. The general course is intended to cover the usual college preparatory, scientific or "general education" type of course.

The teaching staff of twelve teachers and a principal were recommended for the first year to take care of the instruction work outlined. It was also intended and urged that each of these teachers should be especially trained and selected for the particular teaching work undertaken.

The building provisions outlined were intended to provide the requisite accommodations for the courses recommended and for the general educational objectives stated earlier in this report. Facilities for definitely organized physical education were urged for both boys and girls. Two laboratories were regarded sufficient for two hundred and fifty students, one to care for the natural sciences and one for the biological sciences and agriculture. *Two shops of ample size were recommended, both to be located on the ground floor and with special outside entrance so as to permit farm machines and other large apparatus to be brought in for repairs or study.* One of these shops could serve for manual subjects of instruction, as wood and metal work; the other could be used exclusively as an agriculture machine shop. Each of the building provisions outlined above were developed in sufficient detail in reporting to the people to make clear the exact meaning of the recommendations presented.

The Cost of a "Grade A" High School. The next practical question to be met in this study was that of the probable cost or the financial load which might result from the construction of such a building as was proposed. *It*

was estimated that the total cost of constructing the high-school building proposed would not exceed $150,000, exclusive of site and equipment. That amount would involve an annual levy for this district of only 1.5 mills in order to pay the cost of the building in ten years. The estimated cost of operation for such a school of two hundred pupils (making liberal allowance for salaries) was $22,500 a year. This amount would necessitate a levy of about 2.1 mills.

The estimated cost of operation would then give a per-pupil cost, for such first-class modern high-school facilities, of $112.50. This is less than the per-pupil cost for either of the two small "D-grade" high schools which were then operating in that territory. Because of the large valuation involved in the proposed rural high-school district, *it would thus be possible to meet the running expenses of the high school and pay for the new building in a ten-year period on a total levy of approximately 3.6 mills each year. These advantages of a large valuation were quickly observed.*

The average levy paid for the rural high schools in the state exceeds this estimate, yet in no single item were reduced expenses or cheaper provisions of any sort proposed or recommended at the expense of quality or value. All effort was directed toward centering attention on the best kind of a high school to meet the evident needs of the pupils and the district. Probably few high-school buildings in the state would reach the building standards recommended for this rural high school. *Only an "A grade" high school was ever admitted to consideration by the citizens with reference to the working out of this project.*

Few, if any, rural high schools in the state are in the same class as this one with reference to its possibilities for securing superior instruction results. It must, however, be said with clearness and emphasis that a fine building and good facilities are not in themselves a guarantee of superior results. They are only a better means to an end. The district now faces a challenge to show results commensurate with its opportunities. The value of what has been done is still dependent upon the intelligence, wise counsel and competency that prevail in the operation of the school.

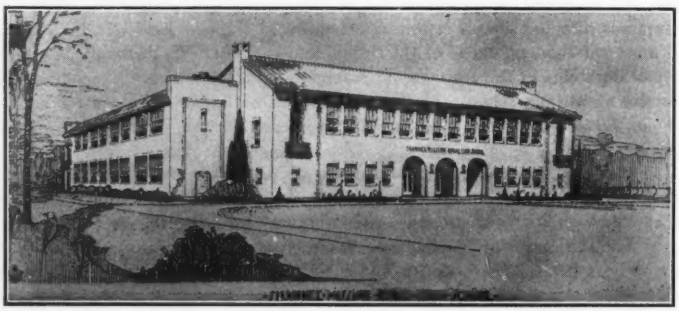
This is the first recorded instance in this state of basing the organization of a rural high school on such a careful study of the actual needs and other factors pertaining to the situation. In view of the long period of years during which the errors or perfections of the high-school organization and building may be felt, no community should be persuaded to invest its money in a high-school organization or building that is not based upon the recommendations of such a study competently made. It is not good business procedure to invest relatively large sums of money in projects for which there is no reliable assurance that they are being wisely spent or that they are not even being misspent.

To make an intelligent decision regarding a high-school proposition any community should be well informed with reference to both the high-school objectives and the community requirements; the high-school population, both present and prospective; and the size of high-school district most desirable for the community. Likewise the instructional needs; the distribution of students and the right location for the high-school building; the size, type and cost of the building required; the size and character of teaching staff needed; and the ability of the community to meet such demands should be fully con-

sidered. Above all it must be understood how intimately each of these considerations is related to the successful functioning of the school that may be established.

Taking the Survey Report to the People. One of the most significant features of this survey, after securing the essential information needed, was the plan and the method of presenting the report to the school boards and school patrons, that they might feel convinced of the validity of the recommendations. *For this purpose large wall charts were prepared showing the facts presented in the several tables and charts of this report.* The school boards, meeting in joint session to hear the report, voted to refer it to the people in the several school districts for a hearing and discussion.

One or both of the authors of this report, together with the county superintendent of schools, upon invitation, visited district meetings held in the evening in each of the fourteen districts concerned. All views, questions or objections received a hearing and some discussion. The chief purpose of



The home of the Shawnee-Mission rural high school.

presenting the complete report in this manner to each audience was to give all who were interested the feeling of a self-discovery of the more important facts as they studied these tables and statements.

This was essentially a campaign of education of the people on the whole proposition, based not upon propaganda, but upon the plain facts. It was an earnest attempt to use educational methods to secure educational results. The meetings were frequently prolonged until late in the evening. The attendance was unusually good. No one could doubt the serious interest of these people in the questions discussed or in the facts presented. Not all of the audiences were inclined to be sympathetic with the recommendations of the report. But the proposal for a large district and a central rural high school seemed to gain strength and support rapidly as the people came to understand the proposition and to recognize more fully the responsibility which rested upon them to decide what kind of high-school opportunities they wanted to provide for their boys and girls. No blind acceptance was expected. They were asked to think, and to think of the project as dealing with their own school problem, whose solution was of direct and continued concern to them and their children.

The use of wall charts to present the tables proved particularly effective in securing an understanding of the facts. Mimeographed copies of some of the tables were distributed for further study at home. The charts prompted many pointed questions.

Later when a petition for the organization of the territory into a rural high-school district as recommended had been signed by approximately 1,200 voters and officially approved, an election was called. *But before the date for this election a twelve-page booklet of questions and answers relative to the organization proposed was prepared. It was distributed by mail to every family in that territory.* Its preparation was in charge of a committee of citizens. It was a fair and convincing presentation of the questions relative to the need, location, kind and cost of such a school. A double-page map of the proposed district similar to Chart I in this report was included, and the advantages of the larger district were clearly stated.

The Organization of the District.

When the time for the election arrived, in September, 1921, two propositions came up for decision, the one on the organization of the rural high-school district, the other on the issuing of bonds for the cost of the new high-school building needed. The people had by this time become aroused and informed on the proposition, so they were aware that the needs were real ones which had been pointed out by an actual study of the whole situation. More than 2,000 of the 2,800 registered voters recorded their votes at this election. A large number of the commuters to Kansas City were not able to vote, because the polls were closed at six o'clock, before they could reach the voting places on returning home from their work. Both propositions received a majority vote at the election. *The size of the vote was a striking demonstration that people may be truly interested in and feel responsible for voting when they are really informed and led to see that the decision by their votes is important in its consequences.*

The new district received the name of Shawnee-Mission Rural High School because of the fact that the territory is located chiefly in Shawnee and Mission townships of Johnson county. It happens also that the old mission of that name—the best-known one in Kansas—is located nearby in this district.

The three members of the school board of the new district were chosen at an election called for the purpose in November. The authorized bonds were promptly sold at the first meeting of the board. Without delay this board purchased twelve acres of land near the center of high-school population as a site for the new school and its building. Architects were at once employed and set to work.

When plans for the new high-school building had been prepared by the architects they were subjected to the criticism and suggestions of the men who had made both the survey and the recommendations for the building. The board of education and the architects were earnestly concerned about making this building serve its educational functions in the best possible manner. Here was a marked departure from the usual practice. The educational features received as careful consideration in this school building as did the architectural features. School boards are slow to realize that many people

are able to design or construct a building who know next to nothing about what kind of a building should be constructed.

Due to the fact that the board decided to pay for the site and equipment out of the $150,000 bond issue that had been voted, it soon became evident that either the assembly hall or the gymnasium would need to be omitted temporarily from the new building in order to make whichever was provided adequate in size. It is significant that in making the decision as to which should be omitted the board submitted the question to the people in several localities. There was a strong demand that a gymnasium of ample size should be provided first, rather than, by attempting a gymnasium and an assembly hall, that both should be of restricted dimentions and consequently of restricted usefulness.

An Elementary-School Project Also Involved. It was necessary in this survey to face a situation which threatened at the start to offer one of the greatest difficulties involved with reference to the acceptance of the survey recommendations. District 38, as shown in Chart I, had but recently constructed a ten-room brick school building, having twice the capacity demanded to care for the immediate needs of that district. There was a ready suggestion that it should be utilized for the proposed district high school. But it was neither satisfactorily constructed nor rightly located for such high-school purposes. It did not seem permissible, however, to ignore the fact that this new building would remain at least half idle and unoccupied by locating the high school where it should be and in a still newer building.

It happened that the only one-teacher elementary schools in the fourteen districts under consideration were in the six districts immediately surrounding the graded-school district No. 38. The school building in this central district had a combination assembly-gymnasium, a room for manual work, one for home-making instruction, and a room intended for library or study-room purposes. Accordingly it would make a fairly satisfactory elementary-school building to serve the one central and the six surrounding districts. The problem was then to present the advantages of such an arrangement.

It was pointed out in the report that if the 228 elementary-school pupils reported in these seven schools were to be taught in one central school, there would be one fair-sized class in each of the eight grades. One should readily understand the instructional advantages to be found in this form of organization, with a teacher to a grade, and the pupils working in more homogeneous groups, which were at the same time large enough to give some of the more needed social contacts.

It was also pointed out that district No. 38 had a new graded-school building, with some rooms unoccupied, in an easily accessible location with reference to the one-teacher school districts. The graded school had half the enrollment of all these districts and secured a 10 per cent higher rate of attendance than the ungraded schools. It had school playground equipment and better school illumination than any of the one-teacher schools. It also surpassed the one-teacher schools in the extent of school library facilities, in the provision of supplementary textbooks, and in both the training and experience of the teachers provided. A great advantage of the graded school was found in the much smaller number of classes daily for each teacher and

the much greater time allotment for the instruction of each grade of pupils. *The one-teacher schools, with a single exception, cost more per student in attendance for a school year that was shorter by a month than that of the graded school.* Of the conditions thus considered the educational advantage was pronouncedly in favor of the graded school.

A serious effort was made in that study to compare the results of instruction in some of the essential elementary-school subjects. The results of instruction were measured in the fundamentals of arithmetic by using the Courtis Standardized Tests (series B, form 3). In handwriting the Ayres scale was used; in silent reading the Burgess scale (P. S. 1); in composition the Hillegas scale (Nas. Rev.). These and the National Intelligence Test (scale A, form 1) were given to the pupils in grades three to eight, inclusive, in five of the one-teacher schools and in the graded schools of district 38 and also 79.

There was disclosed a marked inferiority in the performance of pupils from the one-teacher schools in all of the school-subject tests except in English composition, which was partly explained by the possible fatigue of the graded-school pupils taking that test. This situation would seem to indicate quite clearly either that the pupils in the one-teacher schools were inferior in mental ability or that the school instruction was of a lower quality. *But the mental-test facts indicated that the inferiority noted in pupil performance was due not to inferiority in mental ability of the pupils in the one-teacher schools, but to the inferior teaching results that characterize the work of these schools.* They start with equally good material and produce results of a lower order in what are regarded as the most essential elements of the elementary-school curriculum.

These facts were presented by means of several tables to the districts concerned, and the organization of the central elementary school was strongly justified and recommended. Action in the matter has been delayed. The tables and facts concerned with this part of the survey may be found in the University of Kansas Bulletin, vol. 22, No. 18, "Schooling in One-teacher Schools."

To carry out the project of teaching all these pupils in one central elementary school would require that transportation be furnished pupils from the surrounding districts. This would be facilitated by the good roads already found there. The territory was tentatively mapped out into routes for such a purpose as a part of this study, and the distances computed therefrom. It developed that four busses, each carrying an average of twenty-two pupils and traveling a route not much more than thirty miles per day (in both collecting and returning the pupils) could take care of this problem quite adequately. Five busses would permit either a shortening of the routes or an extra bus for reserve purposes. If five of the more expensive and longer-lived busses were provided the cost would be approximately as is shown in Table VI. Much cheaper busses could be secured and the number could be reduced by one, to diminish the cost, if either reduction seemed desirable.

TABLE VI.—*Cost of operating a central elementary school.*

Transportation costs:			
(a) Fixed charges—Insurance:			
Fire and theft			$34.20
Liability			72.00
Collision			34.00
Property			26.00
License			12.00
Total			$178.20
(b) Variable costs per mile:			
Gasoline, 26c gallon			$0.026
Oil and grease			.002
Tires			.040
Repairs			.015
Depreciation (100,000 mile life)			.034
Total			$0.117
Cost per day (180 days)			$1.00
Driver ($20 per month), per day			1.50
Garage, per day			.70
Total cost per day			$3.20
Cost per day for fleet of five busses—	*Fixed.*	*Var. Ch.*	*Total.*
Three busses, 30 miles per day each	$9.60	$10.53	$20.13
Two busses, 20 miles per day each	6.40	4.68	11.08
Total	$16.00	$15.21	$31.21
Total cost of transportation (180 days)			$5,617.00
Teachers' salary (8)			7,465.00
Janitor's salary			1,200.00
Operating expenses			1,500.00
Total cost			$15,782.00

Total valuation, $5,830,940; levy in mills, 2.7.

The estimated costs of operating a central school were carefully analyzed in the preceding table. The different fixed charges and variable costs of running a transportation bus of the kind indicated were taken from the standardized estimates of the manufacturers and distributors of this car. The estimates were regarded as liberal and inclusive. These costs were computed, together with the expense for drivers and garage, for a fleet of five such busses, even though four would doubtless be able to perform the necessary service. There seemed to be no good reason for minimizing costs unduly when the best of equipment and service would carry no financial burden with them for such a district.

A Community Project Develops. This report would not be complete without including some account of the trying difficulties and determined opposition which had to be dealt with in the course of working out the project and the method of meeting this opposition. Vigorous effort by an active minority was directed toward arresting or preventing the proposed organization at each step in its development. The community interest in such an organization was promoted by an equally alert and active majority, which became both well informed and well organized. A portion of the opposition knew what they wanted before the survey was made and were intent upon accomplishing their purposes. The remainder of the opposition showed less feeling. They were either opposed to any high school as unnecessary, or else objected to any expense on the ground that it is indicative of probable tax increases to follow.

As soon as the recommendation for the organization of a single high-school

district, with the building located near the center of the high-school population to be served, was announced, the opposing elements united to propose a division of the territory into two or more separate high-school districts. To this end a hastily prepared petition, with approximately 600 names subscribed, and asking that official approval be given to the organization of a smaller high-school district comprising a part of the larger territory, was filed with the county superintendent.

The promoters of this plan had proposed to include two-thirds of the valuation of the proposed large high-school district, but to include only one-third of the pupils involved. It was quickly detected that here was a plan to secure a maximum of ability to pay combined with a minimum of educational responsibility. It was also implied in their plan that the type or grade of high school to be provided did not interest them, but that the location of it was of much concern. Incidentally, the plan would have defeated any possibility of realizing the chief recommendations of this survey.

The move was promptly met by a formal protest, containing more than 900 signatures of citizens, directed to the county superintendent of schools, asking that no action be taken toward approving the petition until they had first been granted the privilege of a public hearing on the proposition. The protest stated further that the seriousness of the matter resided in the fact that the district boundaries proposed in the petition would forever preclude the children of the people left out from securing the advantages of first-class high-school opportunities. These people had come to think in terms of the kind of high-school opportunities offered and the quality of instruction provided. They asked nothing but a fair public hearing. Their faith in open, democratic procedure was exemplified in the nature of this protest. Of course their request for such a hearing was granted.

At the hearing, which was held in the court room at the county seat, near twenty miles distant from the more populous portion of this territory, the interests of the larger high-school district were represented by a committee of three citizens. The people who opposed the limitations and obvious unfairness of an organization of the smaller district showed their interest by their presence in numbers at the hearing. The court room was filled. The merits of both propositions were presented and discussed at this time and place.

In her decision following the hearing the county superintendent announced her unwillingness to approve the petition for the organization of the smaller district because it was so manifestly unfair in its boundaries.

In this decision she stated also that she would be disposed to approve any high-school district proposed within this territory which provided educational opportunities that were fair and equitable for the boys and girls affected thereby. This condition was interpreted as demanding:

1. A fair division of educational responsibility (according to the school population).
2. A fair and equitable distribution of the valuation in proportion to the responsibility assumed.
3. Encouragement of the highest class of school that it is reasonable to expect.
4. Provision for the most likely future needs and development.

Even before this stage, forty of the original signers of the petition which was submitted for the smaller district had asked to have their names stricken from the petition. They stated that they had been misled or confused when they were persuaded to sign it.

After two different judges had refused to issue an injunction either to forbid the election or to stay the organization authorized by the election, the leaders of the opposition appealed to the state attorney-general to assist them in prosecuting their opposition. This too was of no avail when, after an investigation of the facts, the attorney-general came to understand the facts in the situation. The community had by this time become so well informed by the program of community education which had been conducted that they knew what kind of high-school provisions they wanted for their children, and they were not willing to be dissuaded, defeated or induced to accept a substitute. This result alone would seem to justify the attempt to employ a combination of democratic procedure and scientific inquiry in the making of the survey which is reported here.

Summary and Results.

The need of competent advice and direction in the organization of rural high schools in Kansas is truly urgent, but as yet little recognized in practice.

Permanent investment of community funds in high schools without a valid study of the local problems or a thorough inquiry to establish the wisdom of the particular investment is all but universal.

Such a study was authorized to solve the problems of providing high-school facilities for a portion of Johnson county.

The survey which was made took particular account of the high-school population, the total school population, and the rate of growth of each; the property valuation and its rate of increase; the community interests to be served; the size of territory and its school needs; the distribution of school population and the best location for the high school; the type of high school needed; the building provisions required; the cost of construction and maintenance.

A report of the study, with its recommendations, was taken directly to the people by means of carefully prepared charts and tables, presented at district meetings, that by such a campaign of community education every one might be informed of the actual situation and the treatment prescribed.

Following the recommendations of the survey committee a single rural high-school district was formed, involving all the territory under consideration and having a valuation of more than 10½ million dollars.

A twelve-acre site was purchased for a new rural high-school building and grounds of the type and at the location advised.

A modern rural high-school building has been constructed that is second to none in the state, and the educational features have received first and fullest attention in its construction.

The school has been organized to give several distinct types of instruction, and in September, 1922, it began operation with approximately 200 pupils.

This rural high-school district, which takes the name of Shawnee-Mission,

should be able to meet the expense of maintaining a first-class high school and also pay for its new building in ten years, on a levy of 3.6 mills.

A majority of the people of this territory became so fully committed to the advantages of a larger high school that they were able to meet all efforts of a vigorous and persistent opposition to the plan proposed in the survey report. This formulation of the sentiment of a community to face its school problems in an earnest and well-informed manner is regarded as one of the important outcomes of the survey as made and reported.

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